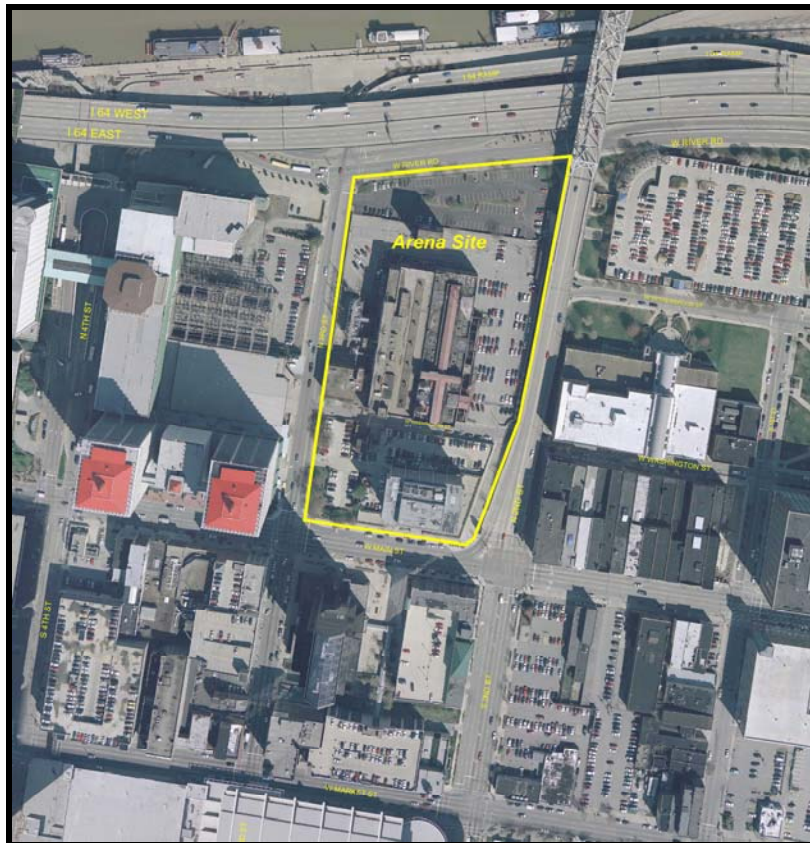




LOUISVILLE ARENA URBAN DESIGN PROGRAM

“TURNING LARGE SPACES INTO *GREAT PLACES* “



LOUISVILLE, KENTUCKY

JANUARY 2007

ACKNOWLEDGEMENTS

The Downtown Development Corporation wishes to express its sincere appreciation to the Louisville Arena Authority for its support of this project and commends the Authority for its foresight in requesting that this program be undertaken. Special thanks go out to Jim Host, Authority Chairman, and Dan Ulmer, Construction Committee Chairman, for their confidence, support, and commitment.

Special acknowledgement and sincere appreciation is given to Brooke Barzun for her tireless leadership and advocacy for this project, and without whose determination and energy this program would not have been possible.

The Downtown Development Corporation would like to acknowledge and thank the following individuals and corporations for their generous support in underwriting the costs associated with the Louisville Arena Urban Design Program:

Brown-Forman
C. E. & S. Foundation
Downtown Development Corporation
Fran and Matt Thornton
Brooke and Matthew Barzun
Viki and Paul Diaz
Yum! Brands
National City Bank
Wyatt, Tarrant & Combs
Stites & Harbison
21C Museum Hotel

Technical Assistance has been provided by Chan Krieger Sieniewicz, Cambridge, Massachusetts throughout this process, under the leadership of Alex Krieger, Professor of Urban Design, Harvard University.

This document has been produced by the Downtown Development Corporation, Louisville, Kentucky www.downtowndevelopmentcorp.org

Mary Griffith, Chair
James Welch, Jr. Vice-Chair
Barry Alberts, Executive Director

The information contained and the opinions expressed herein are solely those of the Downtown Development Corporation and do not represent those of the Louisville Arena Authority or the program's underwriters.

LOUISVILLE ARENA URBAN DESIGN PROGRAM

TABLE OF CONTENTS

<u>Section</u>	<u>Page</u>
Introduction.....	4
Background.....	5
Program Components.....	6
Existing Conditions.....	7
Arena Program.....	10
Downtown Louisville Today.....	12
Downtown Louisville Arena Context.....	16
Arena Challenges and Opportunities.....	17
Arena Case Studies.....	19
Iconic versus Contextual Design.....	21
 Louisville Arena Challenges and Opportunities.....	 22
• Flood Protection.....	22
• Connections North.....	23
• Main Entrance/Front Door.....	24
• Service Access.....	25
• Connections West.....	26
• Connections East.....	27
• Connections South.....	28
• Parking.....	28
• Building Materials and Style.....	29
 Public Forum Results: Voice of the Community.....	 32
• Arena Character.....	34
• Arena Site.....	36
• Arena Context and Connections.....	38
 Urban Design Guidelines.....	 39
• The Arena's Role in its Urban Setting.....	40
• The Arena's Presence Along West Main Street.....	41
• Second and Third Street Considerations.....	43
• Response to the River and I-64.....	44
• Massing, Materials, and Skyline Silhouette.....	45
• Additional Design Considerations.....	46
 Surrounding Context Master Plan.....	 47

LOUISVILLE ARENA URBAN DESIGN PROGRAM

“TURNING LARGE SPACES INTO *GREAT PLACES*”

Introduction

The Downtown Development Corporation, in response to a request for such assistance from the Louisville Arena Authority, has undertaken a comprehensive assessment of the urban design issues associated with the proposed new multi-purpose arena to be constructed on what is commonly referred to as the “LG&E site” in downtown Louisville. The purpose of this program has been to identify and elaborate upon certain issues, concerns, items of significance, challenges and opportunities related to the urban design elements of the proposed arena prior to the initiation of its actual design. If these important concerns are identified up front, then their resolution can be integrated into the design team’s work – and the Arena Authority’s oversight of this work – from the beginning of the Arena design process.

The product of this program is contained herein, and consists of the documentation of the entire project’s scope, a summary of the major findings, and a set of urban design criteria for the Authority to include in the arena program that will be provided to its design team.

It should be noted that the background information regarding the arena site as it relates to its surrounding urban context, the discussion of relevant issues, the suggestions regarding design issues that need to be considered, and the resultant urban design guidelines, are the result of the collective input from a large number of people who have exhibited a strong interest in this project. With over 500 people providing their insights through the various public input options, discussions with members of the Downtown Development Review Overlay Committee, consultation with representatives of the Arena Authority project management team, discussions and site visits with officials involved in similar arena projects, information – and more importantly – perspective regarding the Louisville project was plentiful. Combined with the work of Board members and staff of the Downtown Development Corporation and its highly skilled urban design consultant, Chan Krieger Sieniowicz, the report that follows provides the Arena Authority and its design team with a strong sense of the potential – and the desire – of the new multi-purpose Louisville Arena to become a significant asset to the Louisville community and one that is embraced by fans and the general citizenry alike.

Background

The concept of a sports and entertainment arena facility's "urban design elements" may seem somewhat vague, and may often be interchanged with the building's "architecture." This is not the case, and the purpose of this urban design program is clearly not to design the arena. Many of the most recently constructed arenas across the country – and the world - are remarkably well designed to provide a fan-friendly, comfortable and exciting experience for those who attend their events. These have become more than just sports venues; they are truly exceptional entertainment spaces. The Arena Authority will no doubt select a design team that has the skills and expertise to equal and surpass these examples, and who hopefully will also exhibit the sensitivity to understand how to make this great building, this large space, into - and as the title of the program's public forum suggests - a truly Great Place. At this stage in the process no one should be designing the arena. The purpose of this program is to focus attention on the input that the designers need before they begin their design; to help them understand what is special about this community, what symbols of Louisville make its citizens the proudest, what emotions they want the arena to evoke not only when attending an event inside, but when they see it, when they walk by it.

The new Louisville Arena is going to be a very big part of downtown for a long while, not just as people drive over the bridge or see it from the highway or from the blimp on game day, but when 60,000 people experience it as part of the urban fabric of downtown on a daily basis, at street level, on the sidewalk. It must become a part of that fabric, not stand apart from it.

The team that will be selected to design the area will need to understand how people use – and experience - downtown Louisville: what its walking patterns are, how the atmosphere of East Main and Market is different from West Main; how people use the Waterfront Park and the Wharf, what makes Fourth Street Live! a special space; its connection to the River, etc. They need to understand those elements of downtown that the arena can impact, and what must be considered as they assess how that impact can be most beneficial. For every arena that engages the community successfully, there are other examples of projects where simple things such as the location of the loading dock, or the difference in elevation between the street and the front entrance, made this engagement more difficult or even impossible.

The purpose of the Louisville Arena Urban Design Program is therefore to present to the Louisville Arena Authority, and subsequently to their selected architectural and engineering design team, a summary of the issues that relate to the project's site and the context of that site, the challenges and opportunities that the site presents to its context, the goals and aspirations of the community stakeholders regarding the development of the Arena on that site, and suggestions regarding specific urban design elements that should be considered during the design of the Arena.

PROGRAM COMPONENTS

This program has been undertaken in a number of phases, and consists of the following major program elements:

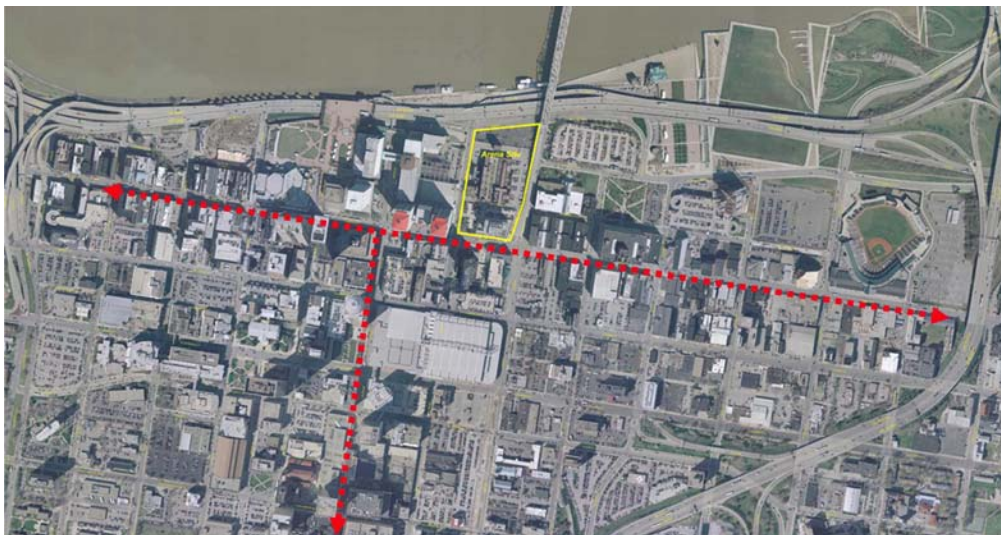
- A review of recent comparable downtown arena projects, focused on their urban design aspects and their ability to be well integrated into the fabric of the surrounding downtown environment
- Site visits to three such downtown arena projects – Tulsa, OK; Columbus, OH; Indianapolis, IN - and “case study” summaries of the findings
- A two-day series of public forums designed to educate the public on relevant urban design issues related to downtown arena projects, solicit input from the community, and engage the community regarding their interest in the arena project; included over 500 participants
- Solicitation of additional comments from the via a dedicated web site and a public radio broadcast
- Review of urban design issues related to the Arena with the Louisville Downtown Development Review Overlay Committee
- Site assessment analyses by the staff of the Downtown Development Corporation and various City agencies responsible for planning, design, and operational elements of downtown Louisville
- Review of plans, and discussions with LG&E officials and their design team, of the proposed new LG&E facility on the west side of Third Street
- Discussions with representatives of the arena’s project manager, PC Sports
- Collaboration with the urban design firm of Chan Krieger Sieniewicz, Cambridge, Massachusetts throughout the program and the development of the recommended urban design guidelines

EXISTING CONDITIONS

The Project Site



The site of the proposed multi-purpose downtown arena – commonly known as “the LG&E site” – occupies a prime position in the heart of downtown Louisville, fronting on West Main Street, one of the two major downtown development streets that forms the east/west axis of the downtown “T” (the north/south axis being Fourth Street); and with excellent visibility from the Ohio River and its bridges, southern Indiana, and both I-64 and I-65 as these Interstates pass through downtown Louisville.



Downtown “T” Major Street Access

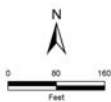
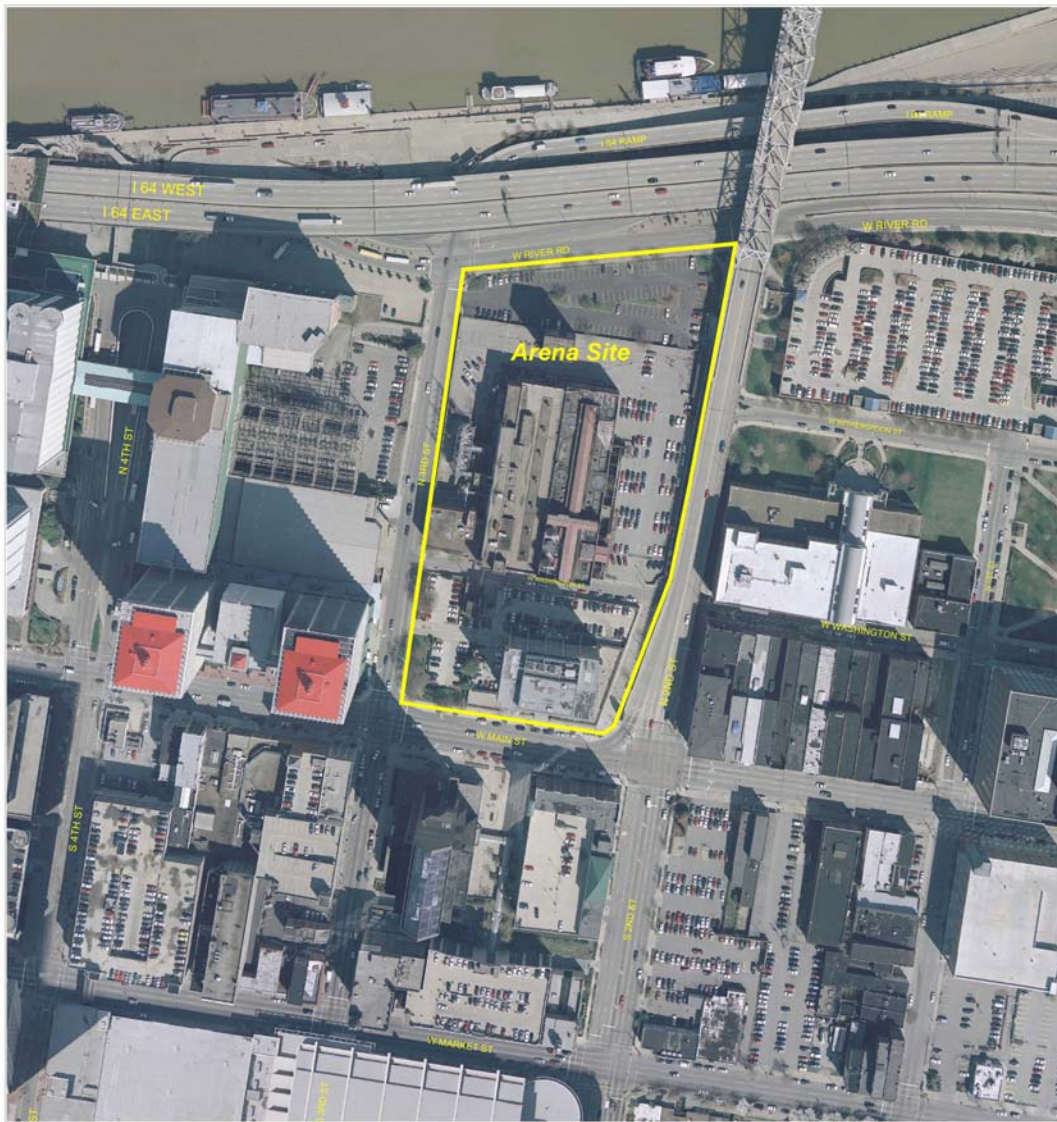
The site also affords excellent proximity to other major downtown activity generators, including the Kentucky International Convention Center (1 block south); Fourth Street Live (3 blocks south); Louisville Slugger Field (4 blocks east), Waterfront Park (2 blocks northeast); the West Main Street Cultural District attractions (1-3 blocks west); and the proposed Museum Plaza development (3.5 blocks west).



The site currently is occupied by two Louisville Gas and Electric power grid generating facilities; these facilities will be decommissioned and replaced by a smaller, modern facility directly across Third Street as part of the redevelopment of the site. In addition, that portion of the site south of Washington Street contains a 120,000 square foot office building - the former Farm Credit Building – now owned and occupied by Humana. Both LG&E and Humana have reached agreement to sell their properties to the Arena Authority.



The site itself is a 7.6 acre northerly-sloped rectangle bordered by River Road (north), Second Street (east), West Main Street (south) and Third Street (west). The River Road elevation is within the Ohio River flood plain and the site remains within the flood plain as it rises to the south, ultimately reaching above flood plain elevation south of the current Washington Street. West Main Street is at an elevation above the flood plain level. Between its southern boundary at River Road and the Ohio River is I-64, an elevated expressway with a west bound exit ramp reaching grade at Third Street, directly across from the project site. The expressway on structure at this point allows both pedestrian and vehicular access from the arena site to the riverfront (vehicular access is limited to parking) at the Louisville Wharf and Waterfront Park.



Downtown Arena Site
Aerial Imagery: Spring, 2003



Copyright © 2003 Louisville/Jefferson County Convention Center Authority. All rights reserved. This document is the property of the Louisville/Jefferson County Convention Center Authority. It is to be used for informational purposes only. It is not to be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording, or by any information storage and retrieval system, without prior written permission from the Louisville/Jefferson County Convention Center Authority. Louisville/Jefferson County Convention Center Authority, 1000 North Third Street, Louisville, KY 40202. Phone: (502) 574-1000. Fax: (502) 574-1001. E-mail: ljjc@ljjc.com. Website: www.ljjc.com. 03/03/03 11:00

ARENA PROGRAM

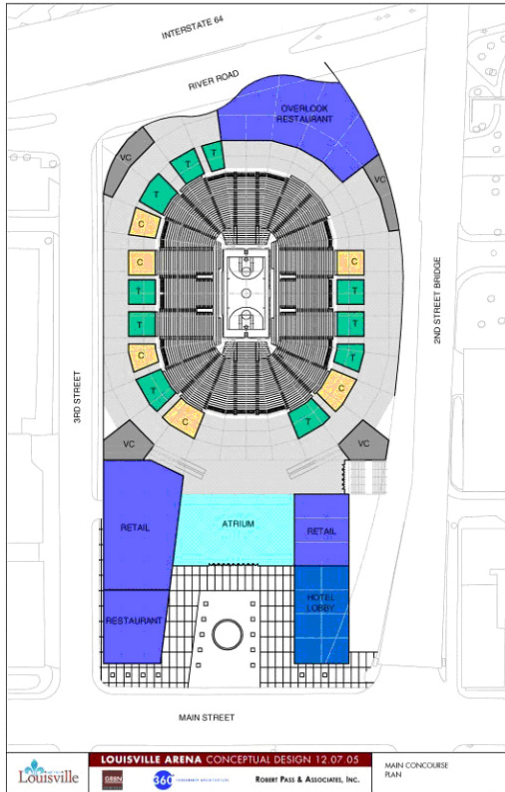
The Louisville Arena is proposed as a state-of-the-art fully multi-purpose sports and entertainment facility, to serve as the primary home of the University of Louisville men's and women's basketball programs as well as over a hundred additional events per year, including a variety of other NCAA varsity sports and ice hockey, with a total cost not to exceed \$252 million. The program for the arena, as specified by the Louisville Arena Authority, is as follows:

The arena will have all the necessary accommodations needed to operate a large-sized arena facility including ample administrative offices, operations offices, concessions stands, concession storage and kitchen, food preparation pantries, public washrooms, 72 suites, a premium seating restaurant, building receiving area/loading dock, employee lounge, building services area, engineering office and shop, ticket office and windows, team(s) store and retail areas, dressing room facilities to accommodate four teams at one time in addition to University of Louisville team facilities, officials/star dressing room, other dressing room facilities as needed, press box, audio/visual control room, arena storage, first aid, event and security offices, and other normally programmed space needed to support this facility. Furthermore, the arena must be ADA compliant and provide sufficient circulation space within concourses to minimize congestion at capacity and near capacity crowds.

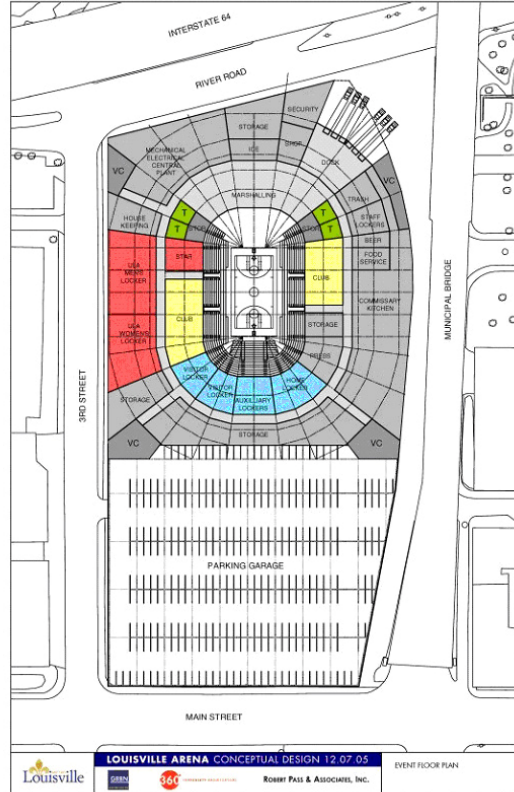
Key background data is provided for some context of the Project:

- The Arena Authority was created under Kentucky Not-For-Profit Corporation statutes and intends to seek 26 U.S.C. Sec. 501(c)(3) tax-exempt status.
- An arena with 22,000 seat capacity and a size of approximately 700,000 square feet is planned.
- A 3-4 Star hotel adjacent to the arena with a minimum of 425 rooms, with a possible increase up to 600 rooms (and possibility of 25 condominiums in addition thereto) is planned.
- 15,000 SF in retail space opportunities are expected.
- A 9,000 – 10,000 SF first class restaurant is contemplated.
- The arena will have a total cost of approximately \$252 Million (excluding the hotel and commercial space), financed primarily through 30-year bonds.
- Bonds will be issued by or on behalf of other governmental agencies for the benefit of the Arena Authority; the Project will include the issuance of taxable as well as tax-exempt bonds.
- The retail and restaurant space is expected to generate lease income; including parking revenue and revenue associated with a major hotel and associated amenities.
- The Project includes approximately 975 parking spaces which will be financed by the Parking Authority of River City (PARC).

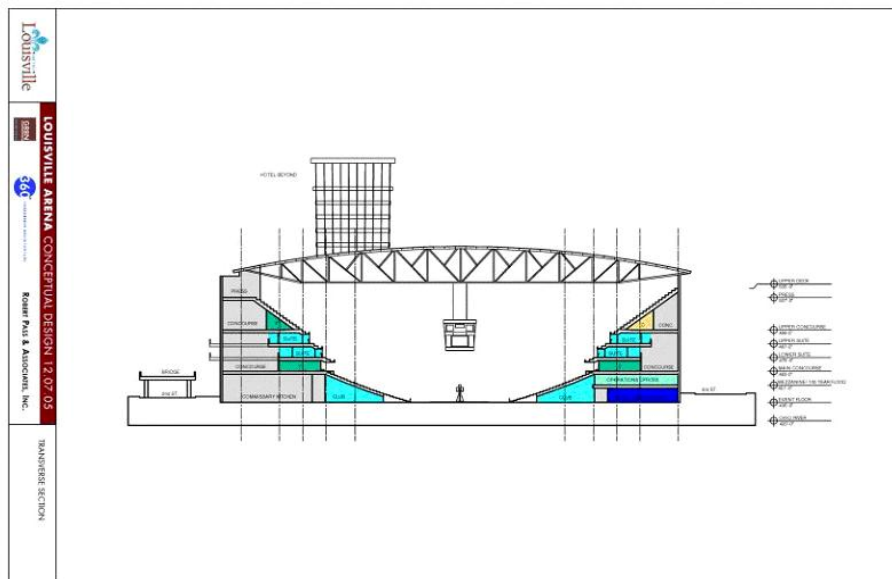
Construction of the arena is scheduled to commence in June 2008 with a completion date of September, 2010. The total cost of the Arena (not including hotel or parking) is \$252 million.



Main Concourse Plan



Event Floor Plan

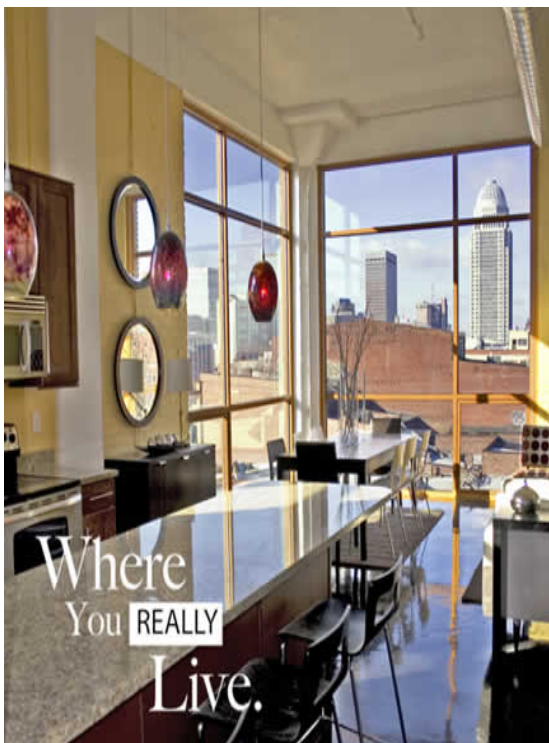


Arena Section

DOWNTOWN LOUISVILLE TODAY

In the introduction to the 2002 Louisville Downtown Development Plan, Mayor Abramson set out this goal: ***“To be a truly great community, we must have a downtown that delights, inspires, entertains, educates, provides an array of services and bustles with energy...From its richly varied workforce to its growing number of residents, Louisville's downtown should be our city's most unique and stimulating environment - a place that epitomizes our city's energy and pulse.”***

Downtown Louisville is – as 2007 begins – well on its way to achieving this goal. It is an exciting time for downtown Louisville, and the momentum for further economic growth and activity is palpable. With over \$600 million invested in downtown since the 2002 Plan, and an additional \$1 billion in investment either under construction or announced, downtown's renaissance is moving forward at an unprecedented level.



Much of this energy has been focused on developing downtown into a true 24-hour “marketplace.” A number of key, catalytic programs and projects have been instrumental in this regard. One has been the focus on downtown living. With a downtown having few market rate residential units in 2002, a number of downtown housing initiatives - including the innovative Downtown Housing Fund as a major catalyst – have stimulated the production of new downtown housing. The response from the market has been extremely robust. There are now over 2,000 units of market rate housing in downtown Louisville, with an additional 2,000 in construction or planned to come on line in the next 24 months. Much of this production is occurring in the West Main Street and East Main/Market Districts, each within easy walking distance of the new arena.

A second important development has been the transformation of the downtown Galleria into Fourth Street Live! This street-oriented urban entertainment complex has proven that downtown Louisville can be – and has proven to be – a hub of eating/drinking, entertainment, and retail activity, drawing thousands of people downtown. With Fourth Street Live! as a new anchor for downtown entertainment, other food, drink, and entertainment venues are locating in downtown Louisville, both near Fourth Street Live! and throughout the downtown area.



Fourth Street Live!

A third area of focus has been a proliferation of arts and cultural venues, ranging from the “museum row” area of the West Main Street Cultural District – with recent openings such as the Frazier Historical Museum and the Muhammad Ali Center (recently named the nation’s Best New Attraction by the North American Travel Journalists Association) – and the burgeoning Gallery District of East Market Street, providing continuous activity throughout the day, evenings and weekends.



Muhammad Ali Center



West Main Street

Most dramatic of all has been the reclamation of Louisville's waterfront from a series of industrial uses and scrapyards – with little public access – into its award winning Waterfront Park, an additional jewel in Louisville's extensive park system.



Waterfront Park

These recent downtown developments, along with similar catalytic projects such as Louisville Slugger Field and the Hillerich and Bradsby Factory and Bat Museum, have in aggregate transformed downtown Louisville into, as the Mayor envisioned, a place that epitomizes the City's energy and pulse.



Hillerich & Bradsby



Louisville Slugger Field



This downtown momentum will continue, at an unprecedented level, in the next few years. In addition to 2,000 new downtown housing units, Museum Plaza is a mixed use development to be constructed adjacent to the Muhammad Ali Center. Three towers will rise to 22 stories and there will meet a 1 ½ acre “island in the sky.” From the island the three towers will continue, up to an additional 39 stories. The structure will house a contemporary arts center, hotel, apartments, condominiums, office space, and University of Louisville arts program. Designed by the architectural firm of REX, the 703 foot structure will dramatically change the downtown skyline.



Museum Plaza

The success of Fourth Street Live has generated interest in an expansion of the urban entertainment district that the project now anchors. Given the additional development activity in downtown Louisville, including the new arena, it is highly likely that additional eating, drinking, and entertainment venues will be developed in this area in the immediate future.

DOWNTOWN LOUISVILLE ARENA CONTEXT

The proposed multi-purpose Louisville Arena will serve as another major “anchor” to the downtown Louisville renaissance, and together with Museum Plaza, expansion of the retail/entertainment district, and a doubling of the downtown residential population, help downtown Louisville achieve a critical mass of development and activity. Its location at the LG&E site gives it the potential to serve as the “nexus” among and between a number of these activity generators, and can facilitate positive externalities that these individual projects offer. Each of these – Waterfront Park, Slugger Field, Museum Plaza, Fourth Street Live!, the West Main Cultural District, and the East Main/Market District – are only a few blocks from the Arena. In addition, the parking facilities that patrons of the Arena will use are strategically located so as to encourage parkers to frequent these other attractions. The potential exists, therefore, for the Arena to serve as not only a major downtown Louisville activity generator in and of itself, but equally as important to serve as a major “connector” between and among a number of such activity nodes.



DOWNTOWN ARENA CHALLENGES AND OPPORTUNITIES

After a period of time during the 1970s and 1980s when new sports facilities were being built in suburban (or even exurban) locations, often times to maximize access to highway interchanges and a sea of surface parking adjacency, the strong trend in the past decade has been to locate these facilities in downtown areas. This is certainly true for facilities housing professional teams, and it is becoming more common for collegiate facilities, although those that are strictly designed for university events often are built on campus. However, truly multi-purpose civic facilities are now being built overwhelmingly in downtown locations.



There are many reasons for this; these have been well documented elsewhere and were certainly enunciated during the deliberations of the Louisville Arena Task Force. Suffice it to say that major reasons for locating these “community assembly” type facilities in downtown are 1) to be able to connect them, both physically and socially, to other complementary activity generators; 2) to take advantage of the civic infrastructure that may already be in place; and 3) to provide a far richer entertainment experience for fans/patrons attending events at the Arena.

Over the past decade or so we have seen many examples throughout the country of a new downtown multi-purpose arena becoming a focal point of activity, of vitality, a symbol for the community, and a place where people congregate to be entertained, to be engaged, and to come together. Actually, many of these facilities are called “centers” rather than merely arenas. A center connotes a hub, a place to come together, a place where activity and energy radiate out from and draw in to. While downtown arenas do not merely by themselves result in massive changes, they can play key roles in larger overall master development plans that aggregately and over time can have dramatic results.

But arenas or centers with these positive impacts do not happen by accident, nor do they happen without a lot of attention paid to detail – upfront in the design process. Sports architecture has taken great leaps forward in a relatively short period of time. Compare some of the examples in the 70s and 80 – facilities that are literally being blown up now – with their replacements, the kind of buildings that are truly centers of activity in the heart of the community. What were the community’s goals for these facilities, and why are they now overwhelmingly being constructed downtown? The goals are often to have

these large facilities be active regardless of whether there is an event occurring, of having them engage the fabric of their urban surroundings, of having their design represent something about the character and ethos of each community in which they are built. Arena projects where these goals are taken seriously by their designers are being seen with increasingly frequency. But with all due respect to architects – even sports architects, many of whom have designed wonderful buildings – these details are far too important to simply be left solely in their hands. It must be clear from the outset that these issues, these goals, are important to their client (for Louisville, the Arena Authority), and ultimately important to the community.



Blank Facade

The opportunities of locating sports facilities in downtown are many, and often cities presume that these opportunities will be achieved merely by providing a downtown site. The challenge, however, is to assess and analyze the various ways that the arena can best engage downtown to ensure that the building takes advantages of these tremendous opportunities. If attention is not paid to the elements of urban design that help make a building engage the surrounding fabric of downtown, if it becomes a building

that people must hurry to get past when it is not being used, then the advantages of its downtown location are squandered. If people attending events in the arena simply drive to the nearest garage, go directly to the event, get back in their cars and leave, then the Arena really doesn't need to be downtown. If the activity that is being generated just a couple of blocks from the arena entrance (along West Main Street, down Fourth Street, into the East Main and Market area in the Louisville situation) doesn't increase from the arena, then it could literally be built anywhere.

This is true regardless of the site that was chosen. No site –no matter how many built-in advantages it may have – can guarantee success in this regard. How it can best relate to its downtown neighborhood must be carefully thought through and carefully analyzed; the experience that takes place outside its walls must be given as much emphasis and priority as the experience taking place inside the building.

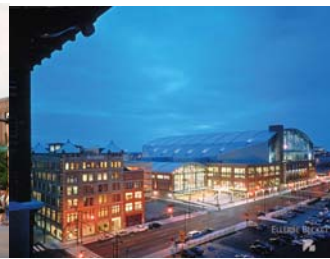
ARENA CASE STUDIES



Tulsa



Columbus



Indianapolis

As part of the Louisville Arena Urban Design Program, a number of cities were contacted to discuss how they dealt with these urban design issues, and what type of input they provided the design team in terms of increasing their knowledge of the dynamics and characteristics of the surrounding downtown neighborhood. This information, along with three site visits (Tulsa, Columbus, Indianapolis) yielded the following conclusions: (Note: A detailed summary of these case studies has been provided to the Arena Authority previously)

- 1- It is relatively rare that communities enunciated their desires for the look and feel – and connectivity – of new downtown arenas prior to the design process. In most cases, it was assumed that the architects would come up with design concepts and the city – either the public or the local government – would then respond. A number of cities have design review processes, as does Louisville, but the guidelines do not apply particularly well to large public assembly facilities such as arenas or stadia. However, almost all of the cities contacted indicated that having a set of guidelines as input would have been very useful and we were wise in Louisville to be moving in this direction. Such input was seen as saving a lot of time by the architects trying to “figure it out;” it would make it easier for the design team to get a sense of the community; it would make it easier for initial design concepts to relate to references that the community already told them would be positive; and most important of all, having these desires known up front vastly improves the ability for the design to integrate them within the budget.
- 2- There are a wide range of processes in which arena designs are undertaken. On one extreme is Tulsa – design an icon in an area that is pretty much wide open - to the other extreme in Columbus where the arena was designed at the same time as decisions and plans were being designed for the surrounding district. In other cases in between, there was some degree of connection to the surrounding neighborhood, either imposed by community groups, the desire to tie in to existing visitor areas (e.g. Memphis) or advanced by the local owners/tenants (Indianapolis). In those cities where this connectivity and community resonance was not a strong focus of the “client,” the results have been disappointing.

- 3- Some communities seem to have prioritized their arenas as essentially a “home court” for their major tenant; other communities have taken strides to have the community take pride and ownership in the facility as the community’s arena. These are not mutually exclusive; however, if the desire is for the arena to be “owned” by the community, the loyalty and connection cannot be just from those who attend games on a regular basis.
- 4- There is a growing trend to have these buildings be active throughout the day and on evenings when there is no event. This is very positive, but it is not accomplished by accident...there are a myriad of design elements and design decisions that affect whether this happens or not. An entry plaza, for example, that is large enough to accommodate 20,000 fans on game night will likely appear lifeless and forlorn when only 20 or 30 people may be milling around at other times. The building must be active and engaged with downtown at all times. In addition, regarding the Louisville situation, while the LGE site is only a short distance from our other downtown activity areas, the visual and pedestrian connections to them are not currently uniformly strong. It is imperative that we do own our “master design plan” on these adjacencies at the same time that the Arena design is being undertaken if we are to guarantee success in making these connections.
- 5- There is a major difference between the “view from the air” and the “view from the street.” Ideally both should be positive, and considered equally important. A building that looks great when crossing the Ohio River must also be pleasant and comfortable to pedestrians walking along Main Street, or along the Wharf.
- 6- To ultimately be successful, the arena must resonate with the community. The most significant result of Conseco Fieldhouse, for example, is that the building from its opening – continuing today – connects well with the community, whether or not one attends events at the arena. It has become a symbol of the community precisely because it relates to the community. The people downtown who see it or walk by it – or through it – daily, consider it an integral piece of downtown, and it will fit in 10 or 20 years from now, rather than running the risk of standing out as a piece of sports architecture that reflects one particular – and perhaps outdated – decade of architectural styling. In both Indianapolis and Columbus, the clear goal was to create a building that tied into the community, both physically and symbolically, rather than one that stood away from its surroundings or its style. Curiously, in doing so, in each of these communities, their building has indeed gained very positive national recognition and, more importantly, a similar response by local fans and the community at large.

ICONIC VERSUS CONTEXTUAL DESIGN

One issue that arose at various times during the course of this Program dealt with the desire for the Arena to serve as an “icon” for the community. For example, in the Request for Proposals for Design Services, the Louisville Arena Authority specifies that

“The Arena design should not only complement the Louisville skyline but should also become a recognizable landmark that enhances the City’s look, image and overall importance.”

This is an important and laudable goal; the design of this major new addition to downtown Louisville should certainly strive to accomplish this standard of excellence, and is consistent with overall design guidelines for significant new development downtown projects downtown. The prominence that the arena site affords, both to those who will see the arena, who walk by it, or who drive by it on a daily basis – as well as visitors traveling through Louisville on the highways – demands that this goal be met.

Yet a number of cities have directed that their downtown arena’s design go beyond this, in order to create a new “icon” for their community, one that transcends its site and provides the city with an image that may be used in a number of civic endeavors, from a logo to a larger “branding” campaign. While these desires have merit, the risk is that this aspiration may impede the ability of the arena design to best connect with its surroundings, and as a result diminish the positive impacts and interactions that the building might otherwise have on a daily basis.

It is important that a building of this magnitude, this prominence, and the public and private costs associated with its construction and operation reflect the character of the community in which it is located; in this case as a State project it should also reflect the entire Commonwealth. It is certainly a building in which the entire citizenry should be able to take pride. If it is well designed, if it reflects the character of the community, if it serves as a community gathering place, and if it fits in seamlessly with the surrounding urban context, it will likely become a landmark, and may very well be a new “icon” of the community. This status needs to be earned, and would be well deserved if it achieves these goals. If the goal itself, from its inception, is to create such a status, then it likely will seem artificial, out of character with its surroundings, or more detrimental, ephemeral. There is no long term benefit of creating a new design reflecting what may appear to be cutting edge concepts, but that may quickly become outdated or trendy.

Those arena designs that have prioritized their integration with the surrounding neighborhood, that have included design elements that reflect the character of the community, that have placed a high value in a comfortable and enjoyable experience for those inside and outside of the building, and have striven to understand the dynamics of their urban context, tend to be those that have made the most impact on their community. In the process, they have also maximized the investment made, strongly connected to the vast majority of their community’s residents, become the favorites for fans, and actually have had the most success in marketing these facilities as locations for events.

LOUISVILLE ARENA CHALLENGES AND OPPORTUNITIES

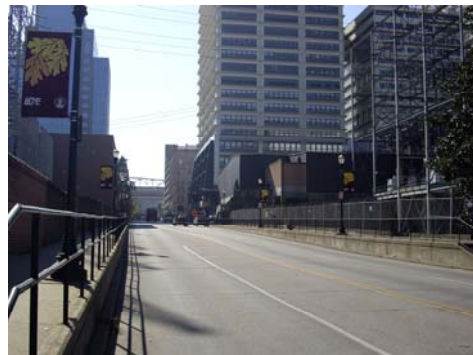
As stated in previous sections, the site of the proposed multi-purpose facility in downtown Louisville presents a variety of opportunities for strong connections to the surrounding fabric of downtown, to the benefit of both the Arena itself and other, complementary business and civic activity generators. However, as with any site, the site presents challenges as well as opportunities; certain of these challenges could compromise these opportunities, unless the design team – some in conjunction with appropriate Metro agencies – addresses these issues early in the design process. The major issues are summarized as follows:

Flood Protection - A significant portion of the LG&E site lies below the 451' flood elevation that is the base elevation for habitable space in downtown Louisville. While the slope of the site provides a positive situation for the configuration of the seating bowl, it necessitates that either the site itself is flood protected, or a portion of the facades on the north, east, and west sides of the actual building incorporate flood protection. Early massing studies suggested that the existing MSD floodwall system that currently ends at Second Street could be extended along the northern portion of the site across Third Street in order to provide flood protection to the site itself. More recent discussions with Arena Authority officials now appear to suggest that a more cost effective solution may be to not extend the floodwall system, but rather to incorporate flood protection into the building itself. If this is the case, then the flood protection requirements will pose challenges to creating a pedestrian friendly environment along three sides of the building, reducing the ability to easily connect the Arena to other parts of downtown via Second Street, River Road, and Third Street.

Creative approaches to flood protection in ways that do not compromise the pedestrian orientation of such massive sections of the arena perimeter will be necessary and should be given high priority in the early stages of the design process.



Existing Flood System



Third Street



Second Street



Bridge View

Connections North (Riverfront, Waterfront Park) – While it is clear that the main entrance and gateway into the Arena will be – and should be – from Main Street, the pedestrian movement to and from the Arena and points north will be significant as well. Parking is available adjacent to I-64 and Witherspoon Street; access to the River itself is closest via crossing River Road in the vicinity of the ballpark; the Waterfront Park is accessible from the northern portion of the arena site. The Arena’s proximity to the Ohio River is one of its major assets. While visibility from and across the River is important, a true pedestrian connection is critical.



River Road View

It is highly desirable to provide a pleasant and comfortable connection between the arena and the waterfront area north of I-64. However, given the orientation of the building, care must be taken that this connection is not given a status as a “back door” route. This is of particular concern since the north façade will have a much different look from above (i.e. I-64, the Second Street Bridge, southern Indiana) than it will at grade along River Road. Each of these orientations is important; one should not be prioritized at the expense of the other.



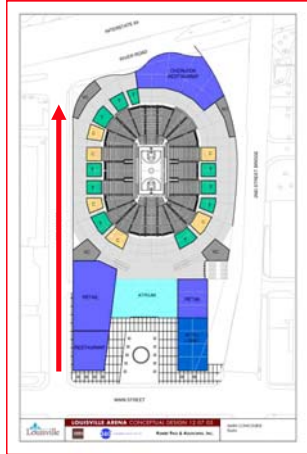
Connection to Waterfront Park

Main Entrance/”Front Door” - For a variety of sound reasons, it is appropriate that the Main Entrance/Front Door to the Arena be located on West Main Street between Second and Third Streets. Not only can this be designed at grade with West Main Street, but it

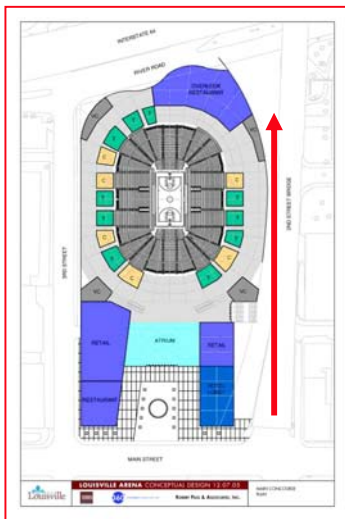


West Main Street Frontage

provides the best and most easily accessed connections to the other nearby activity generators. Given this orientation, as well as security and operational concerns related to multiple entrances, other entry points will unlikely be able to be provided. However, it is important to intensively analyze the need for additional exit points along other facades. This is especially important when dealing with the connections north to the River, and east to the Washington/Witherspoon corridors. A building of this size with no exit points along these facades will hinder its ability to connect well in these directions, as well as the ability to provide a comfortable pedestrian environment. While the West Main façade may be the pedestrian entrance, and the upper portion of the north façade is more of the skyline view, it is important that the building not be one with one main, active façade and three “back walls.”



Third Street Frontage



Second Street Frontage

Service Access – Service access is an important element of the successful operation of these large public assembly facilities. The arena needs to be designed with these service operational needs taken into consideration, both to help “market” the facility as user-friendly, and also to avoid the need to seize portions of public right-of-way during and prior to events with service vehicles, broadcast trucks, etc.

At the same time, the service needs of the facility must not compromise the pedestrian friendliness of the facility, nor the ability to have the adjacent streets retain an efficient circulation function, both for pedestrians and vehicles. Given the flood protection issues, service access options may be more limited than otherwise would be expected. Nonetheless, alternative access points and circulation patterns must be carefully analyzed as to their potential impact and the need to minimize disruption to the local street network. This is particularly important if access via West Main Street is considered as one option.

Connections West – The LG&E site is extremely advantageous regarding its connections to the West Main Street Cultural District. Diagonally across from the primary entrance is Actor’s Theater, and the cultural attractions continue west from there, including the Kentucky Center for the Arts, the Muhammad Ali Center, the Science Museum, 21C, the Arts and Design Museum, Frazier, and Louisville Slugger. A substantial number of public parking spaces will be accessible from West Main Street as well, further reinforcing this connection.



There is the potential for cross-promotion and multiple visitation opportunities between the Arena and these institutions; these should be pursued. The opportunities for strengthening this connection best lie in the overall level of activity along this stretch of West Main Street. This area is becoming more and more active in the evening and weekends, exactly the times of highest usage for the Arena. The ability to capitalize on this variety of activity will be greatly enhanced once the Arena is built and operating, and the opportunity will exist for additional retail and entertainment venues to be developed. The existing sidewalks and setbacks along West Main west from the Arena are quite wide and aesthetically pleasing, offering opportunities for additional cafes, restaurants, etc.



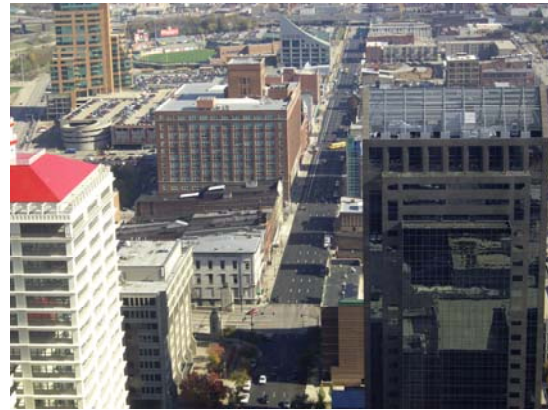
In addition, the Museum Plaza development is scheduled for completion at the same time as the Arena, adding a significant high density, 24-hour mixed-use development within this activity corridor. Every effort should be made to strengthen this connection via West Main Street.

Currently there is very little pedestrian movement along River Road west from the LG&E site. Once the Arena is completed, this level will likely increase, either as a way to access parking garages west of the Arena or to access Museum Plaza and the Ali Center. The City is in the process of redesigning River Road, which will include pedestrian enhancements to this portion of River Road. This connection from the Arena site west along River Road needs to be carefully considered.



River Road

Connections East - Similar to the connections to West Main Street, the LG&E site provides significant opportunities for enhanced connections to the burgeoning East Main/Market District. The area between the Arena and Slugger Field is becoming the downtown's primary residential area, and the East Market area has become an outstanding Gallery District, replete with many interesting restaurants and clubs. The proximity of this activity complements the proposed Arena, and creates opportunities for interaction, assuming that the pedestrian connections are well thought out. The activity generated by the Arena can enhance the energy along these streets, and this district can provide a retail and entertainment amenity base to Arena patrons.



East Main Street

The existence of both Washington and Witherspoon Streets due east of the Arena's Second Street side may provide additional connectivity opportunities. Washington Street, anchored to the east by Slugger Field and with major parking access, was once the locale of Louisville's club scene. Its alley-like environment suggests the potential for a return to this type of use. Witherspoon Street, wider and newer, also provides good access to parking and Slugger Field, and to Waterfront Park.



Witherspoon Street



Washington Street

The design of the Second Street side of the Arena, the flood protection system, and pedestrian access will determine how much activity occurs along these two secondary streets. Care should be taken not to dilute the pedestrian movement on East Main so that none of these streets has the critical mass necessary to support additional retail and entertainment venues. The ability to develop a particular niche for the Witherspoon and Washington corridors, complementary and to a lesser density than East Main Street, should be a design goal.

Connections South – Perhaps the downtown connection to the Arena with the greatest potential is south to the Convention Center and to Fourth Street Live. The Third/Fourth Street corridor is the major north/south activity node in downtown, and has been increasing its activity dramatically recently with the expansion of the Convention Center, the new downtown Marriott, and the success of Fourth Street Live! There are logical connections between events at the Arena and those at the Convention Center, and there is a natural pre- and post-event connection to the entertainment venues at Fourth Street Live!



Second Street

In addition, the existing skywalk system provides a link to the Arena with these facilities along Fourth Street. While these connections are convenient and mutually reinforcing, the physical environment between them is not uniformly attractive and welcoming. This physical environment needs to be analyzed by other public entities in conjunction with – and at the same time as – the arena design team, to develop and integrate design details within both the Arena site and the public right-of-way to reinforce this as a major pedestrian connection.



Third Street

Parking – Any major public assembly facility accommodating up to 22,000 patrons will require a well designed parking plan. In fact, one of the benefits of siting this facility in downtown Louisville is that the existing infrastructure already provides substantial amounts of convenient parking off-site, thereby reducing the need to provide much of the parking within the site. In addition, the location and number of separate parking facilities within a short walk to the Arena eases congestion problems as people leave events, since there are multiple points of egress from both the parking facilities and downtown in general. A further advantage is that these multiple parking facilities are located east, west and south of the Arena, thereby encouraging both pre-event and post-event patronage at the establishments in these downtown corridors.

The arena design should take maximum advantage of the location of these off-street facilities (as well as on-street parking spaces), and encourage pedestrian movement to occur to and from them. The limited parking that will be developed on-site, as well as proposed additional adjacent parking facilities, needs to be designed so that egress and access to them do not hinder pedestrian movement – as well as vehicular congestion – immediately adjacent to the Arena.

Building Materials and Style – Large sporting venues, be they arenas, ballparks, or stadia, by their very nature tend to distinguish themselves from their surroundings, due to their particular characteristics. Given their uniqueness, it would be improper to attempt to suggest *a priori* what type of design style or materials should be used, or would be most appropriate. The design team selected will take stock of the community’s design character, the building’s program and its goals, and the surrounding context to determine alternatives design and material concepts.

However, there is information that can be presented to the design team to assist in this regard, especially related to the character of downtown, that provides a palette of materials and styles: The site’s immediate surroundings – and the major LG&E facility that it will replace – are brick; the adjacent West Main Street Historic District with its unique collection of cast-iron facades; the Ohio River with its limestone underpinnings; and a relatively new concentration – becoming nationally known – in artistic glass, including architectural glass. All of these can be referenced in the design of the building without necessarily replicating any one.



LG&E Facility



Second St. Bridge Pylon



Cast Iron Facades

Alex Krieger, Professor of Urban Design at Harvard and an advisor to the Louisville Arena Urban Design Program, referenced two recent examples that Louisville takes pride in, and should be looked to as fine examples of urban design:

“Downtown Louisville has risen brilliantly to similar challenges at least twice recently, and the Arena should do so no less well. Surely there were skeptics about how appealing a baseball bat plant – even one churning out *Louisville Sluggers* – would be on Main Street. A factory next to that marvelous, delicate row of historic commercial architecture? Surely not! Yet how engaging an

institution it has become: scaled properly to its surroundings; of materials sympathetic to its neighbors; offering wonderful street level glimpses into its purpose; presenting a larger than life work of public art; accommodating a nearly irresistible destination in its gift shop and museum. In short, it is a unique institution that is *in, for and about* Louisville, as should the Arena be.



Louisville Slugger Museum and Bat Factory

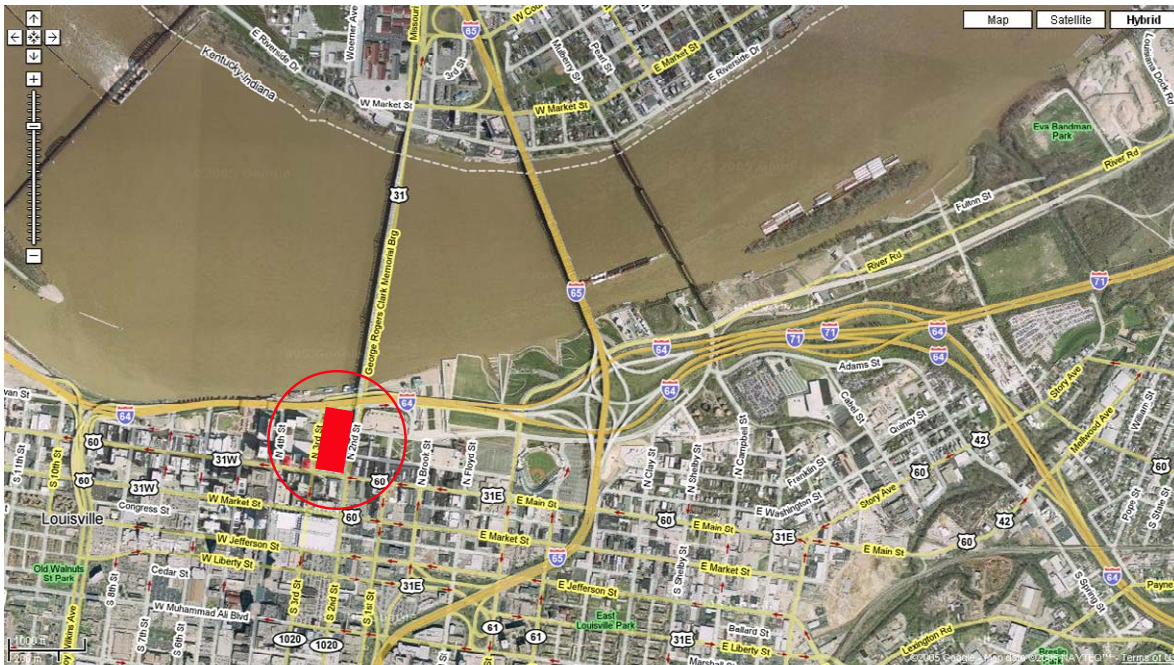
More recently still, you have built a marvelous baseball park. Slugger Field is, like the Louisville Slugger Plant, a great contributor to downtown life. Its modest scale and open design; its reuse of the historic and beautiful train shed structure, its visual orientation towards Riverfront Park; the eateries, bars and clubs that have opened nearby, all contribute to the ballpark's engagement with its surroundings. This too, is not always the case with such places.



Louisville Slugger Field

So Main Street has these two wonderful anchors, about two-thirds of a mile apart, and now awaits a third, almost equally spaced between them. This is significant. Major urban avenues such as East and West Main Street represent a sort of ‘x-ray’ through a downtown. The ease with which one can move along them, the diversity of uses to be found along their length, the continuity and character of the built fabric lining them, the quality of the streetscape and the frequency of attractive, welcoming doors, the absence of gaps, empty storefronts or blank walls along the path, all reveal much about the health of the place. To identify shortcomings and then improve the nature of such corridors is to figuratively restore and sustain urban health. This must be one of the obligations of the arena. If it facilitates the engagement of more people with the broader amenities and services of the downtown, if it sponsors activities along its perimeter and nearby, if it is as attractive and well designed as Slugger Field and the Louisville Slugger Museum, if it somehow reinforces the proximity of the river to Main Street, then it shall be a worthy and cherished contributor to downtown Louisville. “

PUBLIC FORUM RESULTS: VOICE OF THE COMMUNITY



As part of this program, a two-day public “discussion” of the issues surrounding the urban design of downtown arenas was held on November 16-17, 2006. The initial session, entitled **“The Louisville Arena: Turning Large Spaces into *Great Places*,”** was held the evening of November 16th and consisted of presentations and a panel discussion that served to frame the issues on which the following day’s sessions would focus:

- How might the arena’s design reflect our community’s character and aspirations for the future?
- How the arena can best take advantage of its downtown site?
- How can we ensure that the arena is a vibrant and living part of downtown even when it is not hosting an event?
- How can the arena best connect to other downtown destinations to maximize its positive impact on all of downtown Louisville?

The discussion was moderated by Alex Krieger, Professor of Urban Design at Harvard University and a principal of Chan Krieger Sieniowicz. Presentations were made by the following representatives of arena projects in Indianapolis, Indiana; Columbus, Ohio, and Washington, DC:

- Rick Fuson, Executive Director Conseco FieldHouse, Indianapolis, IN.
- Keith Myers, Principal, MSI Design Nationwide Arena, Columbus, OH.
- Ellen McCarthy, Director, District of Verizon Center, Washington, DC.
Columbia Office of Planning

The second day consisted of four sessions, each approximately 90 minutes in length, where the public was invited to attend and discuss these issues with program facilitators and with each other, provide their input, and suggest issues that the design team will need to consider. These discussions were designed to be informal and free-flowing, with each session further broken down into three discussion groups, with each one loosely focused on one of these three general themes, ranging from on-site issues to those of the neighboring context and connections, to the building's character itself:

Arena Site: How should the Arena engage and contribute to its immediate neighbors and edge conditions?

Context and Connections: How should it enliven the overall street life and ambiance of the downtown?

Arena Character: How should the Arena - through its form & architectural presence - reflect something unique about its host city?

These sessions were repeated four times over the course of the day, with each session accommodating approximately 50-65 attendees. The themes and suggestions that emerged within each subgroup were reported out to the entire group at the end of each session.

Those who were unable to attend the public sessions in person were encouraged to submit their comments online via a special website that was established for this program. In addition, further input was received during a public radio program that encouraged listeners to call in with their comments.

The result of these opportunities to hear from the public was a very large amount of input and, even more importantly, engaged and enthusiastic discussion by those attending the sessions. While many of these comments were individualistic in nature, a surprising degree of similarity and to some extent consensus emerged, resulting in a coalescing around a number of common themes. These are specified on the following pages.

Arena Character

- To be successful as a multi-purpose, publicly financed facility, the arena must resonate with the overall community, not just with those people that attend games and events inside. The community must feel ownership of the facility, and it must be designed in a manner that is welcoming to the general public and encourages the building to become a positive element of the overall downtown environment both during event times and when no event is occurring inside.
- There are two distinctive “audiences” that the arena design is addressing: those in their cars that are traveling over the river or along the expressway, and those walking past the building on all four sides.
- The building should strive to be a symbol of the community, but not at the expense of its integration into the downtown core or a strong pedestrian scale.
- Reference – not duplicate – strong Louisville design and architectural character.
- Louisville is a river city. While the Arena will not provide access directly to the River, one should get a sense of the River when one sees it and when inside the building.
- The materials of the building should not mimic the architectural of Main Street. However, they should complement the historic architecture of the surrounding area, and attempt to reference the dignity of the brick power station building it is replacing, Slugger Field, etc.
- The arena design should contain strong references to symbols of Louisville and the State of Kentucky. These need not necessarily be literal in the building’s shape or massing, but they can be referenced through the use of materials, public art elements, graphics, lighting, etc. These references should also continue inside the building.
- The building should utilize, highlight, and reinforce Louisville’s emerging reputation as a nationally significant architectural glass center of excellence.
- This is a public project and it must provide opportunities for public art; this could be a way to connect to the public and the state of Kentucky. It should be a model of commitment to public art in public projects.
- Incorporate the arts into the design; Louisville is an arts and cultural city; look for opportunities to include art references as part of project.

- Activities that do not take advantage of the arena's volume, unique spaces, or river views should not be clustered deep inside the building. Commercial activity, retail uses, public uses, etc. should be maximized on the exterior of the building and/or in areas of the building that are open to the public within easy viewing and access, and with connections to Main Street and adjacent streets.
- Maximum consideration should be given to the inclusion of additional activities inside the building that would be available to the public when there is no event occurring. This could include practice courts, batting cages, exhibition areas, ice-skating, etc. as examples.
- Consider adding other public uses to keep the building active all day, such as a Post Office and/or library branch.
- Sustainability should be a goal of this project and any new public process from now on. These types of buildings tend not to prioritize sustainability; the Louisville Arena should be a leader on this issue.
- Make this a Green Building, incorporate LEEDS standards; take advantage of the large roof area for solar panels.

Arena Site

- The design of the building as it meets the street needs to be pedestrian-friendly and be sensitive to the human scale. It should not overwhelm the pedestrian.
- Pedestrian and street level connections are vital to the success of the site.
- There is a great deal of concern that the arena must avoid blank walls; the floodwall issue should not be used as an excuse that blank walls cannot be avoided. Ways to address the floodwall issue in a welcoming street façade must be developed. Use the floodwall sections as an opportunity; do not assume they are useless.
- The proposed plaza and public spaces should be designed in scale and amenities for everyday use; it should not be scaled to assume its client is thousands of event attendees for a short period of time before and after events. Design it for everyday use.
- There is a trade-off between a big public plaza fronting the arena and the continuation of a lively streetwall along Main Street. This should be carefully considered.
- The streetwall should be maintained wherever possible to connect and engage the surrounding area instead of separating itself from its context. A continuous streetwall is one of the elements that gives Main Street its urban character.
- Pedestrian and vehicular traffic should be dispersed so that the pedestrian activity is not subservient to automobiles and loading zones. This is especially true regarding Main Street. Service entrances and access should not disrupt the street level pedestrian feel of the façade.
- Do not allow parking to dominate the arena's design. Spread out parking in the blocks surrounding the arena.
- Provide as little parking as possible on-site. Use the dispersion of parking as a means to encourage movement between and among other activities downtown and as a traffic exiting dispersion technique.

- Hide or minimize dock and truck access areas.
- Provide trees on site where feasible, particularly along West Main Street and as part of the plaza's design, and along River Road to soften the north façade.
- Tier River Road façade to minimize bulk at street level; consider cascading fountain or other element of visual interest that reduces its bulk.
- Highlight – not overshadow – Second Street Bridge gateway to the City.
- Drop-off, parking, and service access should not congest or impede strong pedestrian flow and comfort.
- Other operational needs and considerations must be analyzed as part of the design process. There are too many examples of design elements that are soon changed or closed off due to issues of crowd control, service access, security, etc. Include police, EMT, solid waste management officials early in the design process.

Arena Context and Connections

- Clearly, the strongest pedestrian connection between the arena and its surrounds is via Main Street. Do all that can be done to reinforce this connection.
- Reinforce the development and activity “triangle” that will be in place in 2010: Arena/Fourth Street Live/Museum Plaza.
- Fourth Street Live is within a few blocks from the arena. Care must be taken to improve the physical connection between it and the arena and encourage interaction between these activity generators.
- The connections to the West Main Street Cultural District and the East Downtown Gallery District are important and should be recognized and encouraged. It is important that this not be merely seen as a sports facility that is distinct from – and perhaps competitive with – the arts and cultural community. They should be complementary and collaborative.
- While the Arena is physically removed from the River due to I-64, attractive and welcoming pedestrian connections to the River and Waterfront Park are critical.
- Site the hotel and retail in a manner than strengthens the connection between the Arena site and the surrounding areas.
- Design site details (paving, lighting, street furniture, trees, etc) to complement the surrounding districts and encourage a seamless flow of pedestrian movement. Design outward, not inward.
- There are significant opportunities to take advantage of connections via Witherspoon and Washington Streets as well.
- Maximize the use of public transit for access; increase trolley service during events.
- Investigate potential for water taxi service from southern Indiana and River Park Place.



LOUISVILLE ARENA URBAN DESIGN GUIDELINES

The previous section reported on the major issues, comments, and suggestions that were provided by the public; this being one – and certainly an extremely important - element of the overall Arena Urban Design Program process. This section specifies the recommended Louisville Arena Urban Design Guidelines that result from the overall process. The combination of these insightful and well-reasoned public comments, the analysis of the unique characteristics of downtown Louisville, the challenges and opportunities that the Arena site presents vis-à-vis connections to its surrounding context, in aggregate present to the Louisville Arena Authority and its design team detailed guidance as to the urban design issues that need to be taken into consideration in the planning and design of this major downtown Louisville public facility. It is envisioned that this report will serve as a significant reference document for the Authority and its design team, and become a starting point from which their initial design concepts begin to take shape.

It is recognized that not all of the specific recommendations and suggestions will likely be incorporated into the Arena design, nor will it be possible to fully address every concern.

However, it is important that the information contained herein is fully reviewed and processed by the design team as its work begins; this will provide a strong underpinning for its work and an initial understanding of the project's context. The program the Authority provides to its design team should contain the following set of urban design guidelines that can serve as a compendium of the project's overall urban design principles as it moves forward, to insure that the design plans remain consistent with its initial urban design goals and objectives. These guidelines are therefore somewhat more general than the specific design recommendations presented previously.

The following urban design guidelines are intended to focus the Arena design team's attention on the exterior and urban design aspects of the Louisville Arena.

A. The Arena's Role in its Urban Setting

- A.1. The Louisville Arena will only become a true local monument if its presence, and its architecture resonates with the entire Louisville community. Its design inspirations should come from consideration of its human and urban contexts not only from its interior uses. Furthermore, the Arena's iconographic power should evoke symbols dear to the City of Louisville and the State of Kentucky.
- A.2. While striving for the broader community associations described above, the Arena should nonetheless reveal, through form and various transparencies on its facades, something of its primary interior spaces.
- A.3. The Arena should accommodate a broader array of uses than large audience events. This will allow it to be open and accessible on more occasions and therefore contribute more continuously to the life of the downtown.
- A.4. The use of the Arena outside of event days should take place both in publicly accessible venues inside, and along its perimeter, especially around the plaza that will be located between the Arena's front door and West Main Street. (See Section B below)
- A.5. Some parking on-site is certainly desirable, but the Arena should rely as much as possible on area-wide parking facilities so that people attending events move through portions of the downtown and have the opportunity to engage other downtown amenities either prior to or following Arena events.
- A.6. Pedestrian and vehicular traffic related to events should be dispersed so that points of congestion are minimized, and pedestrian traffic unrelated to the Arena is not adversely affected. Similarly, service access should minimally disrupt adjoining streets and streets with significant pedestrian movement.

- A.7. Part of the success of the Arena's contribution to the downtown will be in how it facilitates additional use of downtown attractions. Fourth Street Live is easily accessible, and therefore enhancing the perceived connectivity between the environs of the Arena and that of Fourth Street must be an important goal of the Arena's plaza and front door experience.
- A.8. One of the opportunities of the Arena site, situated as it is approximately halfway between Slugger Field and the Louisville Slugger Museum, is to link the East and West segments of Main Street. While the Arena itself will have a sports-focused theme, the connections along Main Street should have broader, more inclusive themes, recognizing the history, art and culture of the street and its institutions. A design goal should be to seek and identify connections between the audiences for downtown culture and art and those for sporting events.
- A.9. Secondary connections to Washington Street, Witherspoon Street, and River Road should also be considered and encouraged, but not dilute the critical mass of activity and pedestrian flow on East/West Main Streets. These connections should complement, not compete with, those along Main Street.

B. The Arena's Presence Along West Main Street

- B.1. The West Main Street façade of the Arena will surely be one of its most expressive and memorable features. This, however, should not be at the expense of sensitivity to human scale and pedestrian comfort. It should be attractive, approachable and transparent (revealing the public spaces inside) at its base, while incorporating iconography emblematic of Louisville and Kentucky above. (See also E.3. below.)
- B.2. The plaza fronting West Main Street and serving as the preamble to the Arena entry will be one of the most important urban design features of the Arena. It should be scaled to the 'normal' activities of the street and not for the maximum crowds attending Arena events. This may make it seem 'crowded' before events (a positive situation) but not too empty when the building is not in use for a major event.

- B.3. Building facade and plaza should together reinforce and energize the West Main Street public realm experience. This continuity should be achieved through architectural features and through uses, both permanent and temporal, as befitting a city's principal public corridor.
- B.4. The plaza should be useable and attract use all year around, not just event days. This suggests both attractive street amenities such as seating, landscaping and lighting, and ongoing programming to facilitate its usability independent of Arena events.
- B.5. Important for the success of the Arena and its connection to Main Street would be uses inside of the Arena that are available and easily accessible to the public at all times rather than on event days only. Some of these may be retail, ticketing or souvenir shop oriented, but others such as food venues, practice facilities, exhibit galleries, ice-skating, batting cages, and so forth should be considered and provided if possible, thereby reinforcing its goal as a truly multi-purpose facility.
- B.6. The overall program for the Arena project incorporates a hotel. This is quite important to the plaza being seen as accommodating multi purposes, and not just as the threshold for the Arena. While a positive addition to the plaza the hotel's needs must not privatize portions of the plaza for its own exclusive use.
- B.7. As the main body of the Arena is set back from West Main Street behind its plaza, there remains a need to reveal the presence of the Arena from points east and west along Main Street. This suggests that something characteristic of the Arena design is brought forth to the corners at Second/Main and Third/Main. This should be incorporated into the design of the hotel and retail wings as they occupy these corners, rather than relying on signage alone.
- B.8. Pedestrians should be able to easily approach the plaza all along its West Main Street frontage and from some segment of Second and Third Streets.
- B.9. Given the Arena's proximity to the West Main Cultural District and the East Downtown Gallery District, the Arena's design should incorporate and provide opportunities for public art. This should not merely consist of a few 'art' objects in the plaza or Arena lobby, but should rather be more pervasive or integrated as a theme in the design of the Arena. It is strongly recommended that an artist or art consultant be included within the initial design team to provide an integral contribution to overall design intentions.

C. Second & Third Street Considerations

- C.1. The Second and Third Street facades should be attractive and well detailed. Pedestrians will encounter these facades at close quarters as they move along the relatively narrow sidewalks, and so the materials and detailing of these walls deserve special care and ingenuity.
- C.2. Large expanses of blank walls must be avoided, or mitigated by articulation of surface and depth of wall, material selection, and variation of surface texture. This is especially necessary at the scale of the pedestrian, from ground to approximately fifteen feet in height.
- C.3. The necessity of flood protection must not be used as the excuse to produce bland, featureless walls along these two streets.
- C.4. The upper portions of the Second Street façade have the special characteristic of being visible along the ramp to the Municipal Bridge and from a distance as it terminates both Washington and Witherspoon Streets. In its design this façade must respond to both conditions. This suggests something graphic or kinetic in response to the lateral movement of cars coming on or off the bridge, and as focal points for the visual termination for the two streets to the east.
- C.5. Given that a substantial number of parking opportunities are located to the east the Arena design must anticipate that pedestrians will approach the Arena along Washington and Witherspoon Streets. This flow of people must be accommodated and comfortably directed to the main entrances.
- C.6. As the elevation of Second and Third Streets descend towards the river from Main Street, the Arena plaza design must accommodate ways of moving up to the plaza from these north/south streets, especially between Main and Washington Streets.
- C.7. Loading and service areas must be screened from view to the extent possible and minimally interfere with pedestrian movement around the Arena.

D. Response to the River & I-64

- D.1. The Arena stretches from West Main Street to River Road and thus must address the environment of the river as creatively as it will its frontage along West Main Street.
- D.2. River Road is a main pedestrian connection to the river environs and Waterfront Park. The Arena's lower façade along River Road must respect this condition in its detailing so that the pedestrian experience is enhanced.
- D.3. Similar to the Second and Third Street facades, the necessity of flood protection along River Road cannot produce a bland, featureless wall at its lower levels; the flood protection elements should be used as a palette for creative pedestrian and aesthetically appealing elements.
- D.4. While the lower portions of the River Road façade must address a pedestrian scale the upper portions will be seen in close proximity from cars along I-64. The symbolic aspects of the Arena should be best expressed at this upper portion, as this view is shared not only by those heading to the Arena or downtown but regional traffic as well.
- D.5. A large-scale upper level window or similar transparent feature, above the level of I-64, should allow those inside the Arena to have a visual relationship to the Ohio River.
- D.6. An entrance from River Road is desirable; however, if not achievable due to the interior configuration of the Arena, at a minimum an exit should be provided to enable attendees to exit via River Road and encourage their movement towards the river and Waterfront Park following events.

E. Massing, Materials & Skyline Silhouette

- E.1. As the surrounding historic buildings are largely made of masonry and cast iron facades, the Arena's major exterior materials must portray a sensitive response to this context. This need not be a repetition of the same materials, nor lead to a mimicking of historic details, but there should be a clear strategy for relating the Arena's appearance to its context.
- E.2. The above goal should not diminish the goal of creating an innovatively designed, striking new landmark for Louisville, for what will be one of the largest public buildings in its downtown.
- E.3. The symbolic references – expressed through its massing, material palette, signage, lighting and graphics – should find ways to evoke the City of Louisville and the State of Kentucky.
- E.4. The height of the Arena will mean that it will be visible from substantial distances. Therefore, particular design attention should be devoted to the articulation of the upper portions of the facade and the profile of the roof. This might suggest a strategy where the lower portions of the Arena respond in detailing and materials to the scale of the pedestrian and historic context, while the upper portions are more expressive and imaginative.
- E.5. Related to E.4. above, the roof of the Arena will be visible from many nearby skyscrapers and should be designed with this in mind. Therefore, mechanical and other such service apparatus normally located on the roof should be screened and made subordinate to the overall roof profile and aesthetic.

F. Additional Design Considerations

- F.1. The Louisville Arena should establish a benchmark for green and sustainable design for public buildings of its type. A LEED certification should be a goal. Regardless of whether this certification can be attained, a green and sustainable design should be a high priority of the project.
- F.2. In addition to its sustainability goals, energy efficiency and environmentally creative ways to reduce annual operating costs should be priorities. While these efforts may not necessarily reveal themselves in a building's appearance, the Arena's design should find ways of portraying and highlighting its sustainability innovations to those who attend events within the facility, through exhibits, "see-through" mechanical and operational facilities, and other educational methods.
- F.3. Access to public transportation should be maximized as part of the overall site plan. Convenient, comfortable, and easily accessible locations for bus and trolley service, bicycle storage and other innovative "urban" transportation conveyances should be provided.
- F.4. A significant landscape and streetscape budget must be maintained for deployment all around the Arena, not just for its plaza. The Second and Third Street and River Road sidewalks must be well designed for pedestrian enjoyment, and as additional mitigation given the likelihood that these three sides of the Arena will have substantial flood protection needs.
- F.5. The building's signage, color palette and symbolic components must carefully negotiate the dual requirements of its lead tenant, the University of Louisville, and of its role as a public, multi-purpose facility. While the former may attract the most attention and largest fan base, the latter – the fact that it will be a community-wide landmark – must be equally if not more significant.
- F.6. Management, crowd control, servicing, waste management and safety considerations are not insignificant to the functioning and appearance of an Arena. Allow those engaged in these areas, including police and EMT officials, to become involved early in the design process.

SURROUNDING CONTEXT MASTER PLAN

One of the suggestions that came out of both the investigation and assessment of other communities in which downtown arenas have recently been constructed or are planned, and during the public forum process, was that the design and planning for the Arena be undertaken in conjunction with similar planning for the downtown neighborhood surrounding and connected to this major new facility and activity generator.

The Louisville Arena is scheduled to open to the public in 2010, the same year as Museum Plaza. In addition, it is likely that the Fourth Street Entertainment District will see expansion by that time as well. These projects, in addition to the burgeoning activity along East and West Main Streets and Waterfront Park, provide downtown Louisville with an enormous opportunity to elevate its critical mass of activity significantly, and provide energy and vibrancy at unprecedented levels.

However, while these connections are all within a couple of blocks of each other, the likelihood of people downtown making these connections is not at all guaranteed. Two blocks may seem like a vast distance if care and attention is not paid to the quality of the environment that shapes these few blocks. Without a specific plan to connect these activity zones, these opportunities will be squandered.

The good news is that planning for each of these projects is occurring – or about to occur - at the same time. As seen in the Columbus example, if there is a concurrent planning effort designed to integrate these facilities, these opportunities can be realized and maximized. **It is strongly recommended that the Downtown Development Corporation – as the first step towards the update of the 2002 Downtown Development Plan - undertake a surrounding context urban design master plan that would include, as a minimum, the following elements:**

Connections between the Arena and the River/Waterfront Park/Slugger Field

Connections between the Arena and East Main Street

Second and Third Street Plans connecting the Arena and Fourth Street Live

A master “public space” plan for the Belvedere/Riverfront Plaza/Ali Plaza/Museum Plaza/ Fort Nelson Park extension, including improved pedestrian access

West Main Street frontage use program

Enhancements to River Road from Second to Eighth Streets

Additional East Main/Market development options

These elements form the basis of an updated master plan for the northern section of downtown Louisville. All of these elements need to be planned in concert for implementation prior to 2010.

In addition, a Downtown Infrastructure and Operations Management Analysis must be undertaken at the same time. Just as there exists a great need to plan for, and insure that connections are maximized between and among the major activity generators downtown, there also exists a need to insure that the “civic” infrastructure of downtown has the capacity and the proper planning to deal with the operational needs to this enhanced downtown activity. This “civic” infrastructure has a number of elements:

Physical infrastructure – additional pedestrians, traffic, and activity require that the physical infrastructure is in place – and maintained – to handle this level of activity. This includes basic civic infrastructure such as streets, sidewalks, curbs, regulatory signs, wayfinding signage, lighting, trash receptacles and parking.

Operations – Operational and maintenance deployment needs and a schedule to fund and implement these needs must be developed prior to these major developments are completed. Issues and activities include ongoing maintenance, adequacy of police presence and coverage, upkeep of public parks, plazas, and open spaces, snow and trash removal, etc.

Regulatory Responsibility – It is often unclear at the moment what public entities have regulatory responsibilities over certain elements of downtown activity, including use of sidewalks, signage, sidewalk maintenance, noise control, adult entertainment, vendors, etc. These issues will increase significantly once these new projects come online, and it is important to have the proper controls in place.

Marketing and Downtown information – Additional activity will require more daily information management, coordination of a myriad of public and private operational entities, and the need for coordinated downtown marketing to best take advantage of increasing daily activities and events.

If these two elements are conducted in a coordinated fashion, and done so concurrently and in cooperation with the planning and design of the Arena and Museum Plaza, it will maximize the positive economic impact and critical mass of downtown activity of over \$1.2 billion of investment.